

Message Text

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C O N F I D E N T I A L STATE 232509

FOLLOWING REPEAT STATE 232509
SENT ACTION IAEA VIENNA INFO LONDON DTD
30 SEPT
QUOTE:

C O N F I D E N T I A L STATE 232509

E.O. 11652: GDS

TAGS: TECH, IAEA

SUBJECT; UK FULL-FUEL CYCLE SAFEGUARDS

REF: IAEA VIENNA 8149

1. DEPARTMENT IS CONCERNED THAT THE BRITISH ARE MOVING
TOO QUICKLY AND PRECIPITOUSLY ON THE PROPOSITION OF

DEVELOPING SUBJECT MODEL AGREEMENT. WE HAVE RESERVATIONS
ABOUT THE NEED FOR OR WISDOM OF FRAMING A MODEL THAT MIGHT
NOT BE PUT TO NEAR TERM PRACTICAL USE, AND SEE NO REPEAT
NO REASON TO OPEN UP THE IAEA SAFEGUARDS DOCUMENTS FOR THIS
PURPOSE.

2. WE SHARE MISSION'S SPECIFIC CONCERNS WITH THE UK
DRAFT. BEGIN FYI: WE HAVE DISCUSSED IN BILATERAL WITH UK
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PRIOR TO LONDON SUPPLIERS' MEETING THE QUESTION OF DROPPING

THE PNE EXCLUSION AND MADE CLEAR THAT WE WOULD REGARD SUCH
A MOVE AS HIGHLY OBJECTIONABLE AND A STEP BACKWARD END FYI.
U.S. WOULD OPPOSE
A PROPOSAL WHICH DROPS PNE EXCLUSION IF
BROUGHT TO A VOTE IN B.G.

3. WE ARE CATEGORICALLY OPPOSED TO OPENING UP AND
REVISING INFCIRC/153 FOR THIS PURPOSE, GIVEN THE EXISTING
OPTION FOR NON-NPT PARTIES TO VOLUNTARILY SUBMIT ALL

THEIR FACILITIES TO SAFEGUARDS UNDER INFCIRC/66. SUCH A
REVIEW IS NOT NECESSARY IN OUR VIEW AND MOST PROBABLY WOULD
LEAD TO A PROTRACTED DIVISIVE DEBATE AND A WATERING DOWN
OF THE IAEA SYSTEM. BEGIN FYI: IN THIS REGARD, MISSION
WILL RECALL THAT AT THE OUTSET OF THE DEBATE LEADING O
INFCIRC/153 THE BRITISH WERE THE ONES WHO ARGUED MOST
VIGOROUSLY (OVER OUR INITIAL OPPOSITION) THAT A NEW DOCU-
MENT IN CONTRAST TO INFCIRC/66 WAS NEEDED TO COVER
COMPLETE NATIONAL PROGRAMS. INFCIRC/153 THUS WAS
DEVELOPED PRECISELY
FOR THAT PURPOSE AND WE BELIEVE THAT
IT WOULD BE A SIMPLE
MATTER FOR THE BOARD TO DECIDE TO
HAVE THAT DOCUMENT (WITH THE EXCEPTION OF PARAGRAPH 14)
APPLY
TO ANY VOLUNTARY SUBMISSION OF A COUNTRY'S COMPLETE
CIVIL NUCLEAR PROGRAM TO AGENCY SAFEGUARDS. ALTERNATIVELY,
WE ALSO BELIEVE THAT WITH THE ADDITION OF A NO PNE
EXCLUSION INFCIRC/66 WOULD SERVE AS AN APPROPRIATE BASIS

FOR SUCH AN AGREEMENT SHOULD MAJORITY OF MEMBERS BELIEVE
THAT THAT DOCUMENT, WITH ITS MORE INTENSIVE FREQUENCY
FORMULA, SHOULD APPLY TO NON-PARTIES TO THE NPT. THUS,
IN OUR VIEW, NEITHER DOCUMENT REQUIRES REVISION ALTHOUGH
WE RECOGNIZE THAT CHOOSING THE ONE TO APPLY MAY NOT BE
EASY. IT WILL BE RECALLED IN THIS REGARD THAT SEVERAL
SIGNATORIES OF THE NPT HAVE FELT IN THE PAST THAT INFCIRC/
66 SHOULD BE PRESERVED AS THE "NON-NPT PARTY" DOCUMENT.
BRITISH INITIATIVE, THEREFORE, MAY FORCE THE VARIOUS
MEMBERS OF THE BOARD TO LINE UP IN A DIVISIVE NPT PARTY -
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NON-PARTY DEBATE AS TO WHICH TEXT SHOULD APPLY IN THE
ABSTRACT AND IN THE ABSENCE OF A SPECIFIC CASE. WE,
THEREFORE, BELIEVE FURTHER CAREFUL ATTENTION NEEDS TO BE
DEVOTED AS TO HOW THIS ASPECT SHOULD BE HANDLED. IN
ADDITION, DEVELOPMENT OF A "NEW MODEL" CONCEIVABLY COULD
PROVIDE AN EXCUSE FOR ELEMENTS IN JAPAN, SOUTH AFRICA
TO ARGUE FOR DELAYS IN NPT ADHERENCE, ON THE PRETEXT
THAT THE NECESSARY REVIEW MIGHT HAVE AN IMPORTANT BEARING

ON THE FUTURE CHARACTER OF IAEA SAFEGUARDS OR ON THE QUESTION OF WHETHER NPT PARTIES ARE RECEIVING APPROPRIATE RECOGNITION END FYI.

4. FROM TACTICAL STANDPOINT, WE BELIEVE UK INITIATIVE AT THIS TIME COULD IMPAIR ITS ABILITY TO SERVE AS A HONEST BROKER IN HELPING TO BRIDGE THE GAP THAT STILL EXISTS BETWEEN CANADA, OTHERS AND THE FRENCH AS TO WHETHER SUPPLIERS SHOULD NOW REQUIRE COMPREHENSIVE SAFEGUARDS AS A PRECONDITION TO ASSISTANCE. BEGIN FYI: GIVEN LIKELY CANADIAN FLEXIBILITY IN MOVING AWAY FROM THEIR PRESENT POSITION AND STRONGLY NEGATIVE CANADIAN REACTION TO UK SAFEGUARDS IDEA, UK APPROACH APPEARS UNNECESSARY AND UNWISE TACTICALLY END FYI.

5. UK SCENARIO AS EXPLAINED BY WILMHURST APPARENTLY DEPENDS UPON GETTING ALL SUPPLIERS TO APPLY PROPOSED MODEL AGREEMENT. FRENCH HAVE CLEARLY INDICATED THAT WHILE THEY WOULD NOT HINDER EFFORTS BY OTHER SUPPLIERS TO PERSUADE RECIPIENTS TO ACCEPT COMPREHENSIVE SAFEGUARDS VOLUNTARILY, THEY WOULD NOT AGREE TO IMPOSE THEM AND WOULD STRONGLY OPPOSE ANY MOVE IN IAEA TO IMPOSE THEM. IF UK HOPES TO COMMIT FRANCE THROUGH IAEA INITIATIVE TO APPLY MODEL AGREEMENT AND INCLUDE THIS COMMITMENT AS PART OF SUPPLIER UNDERSTANDINGS WE ARE VERY SKEPTICAL THIS CAN SUCCEED AND ARE CONCERNED THAT ATTEMPT TO DO SO MAY JEOPARDIZE CONSENSUS ON SUPPLIER UNDERSTANDINGS. ACCORDINGLY, WE BELIEVE UK EFFORT IN VIENNA CAN AND SHOULD BE DEFERRED UNTIL SUPPLIERS' CONSENSUS IS FIRM.

6. FINALLY, WE BELIEVE EFFORT TO GAIN B.G. SUPPORT FOR CONFIDENTIAL

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UK CONCEPT SHOULD ONLY BE ATTEMPTED AFTER EXTENSIVE BILATERAL CONSULTATIONS FIRST WITH U.S. AND OTHER STATES PARTICIPATING IN LONDON SUPPLIERS' MEETING AND THEN WITH REMAINING KEY B.G. MEMBERS, TO EXPLORE ADVANTAGES AND DISADVANTAGES OF PROPOSING NEW SAFEGUARDS AGREEMENT, AND PROVIDED IN COURSE OF SUCH CONSULTATIONS IT BECOMES CLEAR THAT THESE NATIONS WOULD SUPPORT SUCH AN INITIATIVE.

7. EMBASSY SHOULD CONVEY THIS REACTION TO THOMSON; DEPARTMENT IS CONCURRENTLY MAKING SAME DEMARCHE TO UK EMBASSY HERE. MISSION IAEA SHOULD CONVEY SIMILAR SENTIMENTS TO UK DEL. INGERSOLL UNQUOTE KISSINGER

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